United Nations A/52/817

General Assembly

Distr.: General
5 March 1998

Original: English

Fifty-second session
Agenda item 136

Financing of the United Nations Mission of Observers in Tajikistan

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the revised budgetary requirements for the United Nations Mission of Observers in Tajikistan (UNMOT) for the period from 1 July 1997 to 30 June 1998, contained in document A/52/772/Add.1. During its consideration of the report, the Committee met with representatives of the Secretary-General, who provided additional information.

2. By its resolution 968 (1994) of 16 December 1994, the Security Council established UNMOT for an initial period of six months. Its mandate has since then been extended by the Council in subsequent resolutions, the most recent being resolution 1138 (1997) of 14 November 1997, in which the Council extended the mandate of the Mission until 15 May 1998.

3. As indicated in paragraph 17 of the Secretary-General's report (A/52/772/Add.1), total resources made available to UNMOT for the period from its inception on 16 December 1994 to 30 June 1998 (should the Security Council extend the mandate of the Mission beyond 15 May 1998) amount to $29,120,537 gross; estimated expenditures for the same period total $24,248,337 gross ($22,966,837 net). As indicated in paragraph 18 of the same report, as at 31 December 1997, a total of $23,939,555 had been assessed on Member States in respect of UNMOT for the period from 16 December 1994 to 31 December 1997. Contributions received for the same period amounted to $21,323,548, resulting in a shortfall of $2,616,007. As indicated in paragraphs 19 and 20 of the same report, voluntary contributions to UNMOT totalled $70,537 in kind, while contributions to the trust fund established pursuant to paragraph 13 of Security Council resolution 968 (1994), totalled $54,224 in cash and $67,000 in the form of a letter of credit. The total amount of $121,224, inclusive of programme support cost, has been authorized for expenditure through the end of December 1997.

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Revised cost estimates for the period from 1 July 1997 to 30 June 1998

4. Paragraphs 1 to 4 of the Secretary-General's report reflect the Security Council's action, as well as the actions taken by the General Assembly for the financing of UNMOT. In his report under consideration (A/52/772/Add.1), the Secretary-General has submitted the revised budget for the maintenance of UNMOT for the period from 1 July 1997 to 30 June 1998 in the amount of $19,887,800 gross ($18.954,000 net). This estimate is based on an increased number of military observers from 44 to 120, international civilian personnel from 26 to 71, locally recruited staff from 40 to 140 and the addition of 2 civilian police. As indicated in paragraphs 10 and 11 of annex III.C to the Secretary-General's report (A/52/772/Add.1), the additional provision for 45 international staff and 100 locally recruited staff was made with the application of a vacancy factor of 10 per cent. However, on inquiry, the Advisory Committee was informed that, at 13 February 1998, the actual vacancy rate was 58 per cent for international staff, 49 per cent for local staff and 50 per cent for military observers, based on the new proposed establishment. On inquiry, the Advisory Committee was also informed that provisional expenditure as at 31 January 1998 was $6,341,500 (see annex I to the present report).

5. With regard to costs for rental of premises, the Advisory Committee notes from paragraph 22 of the Secretary-General's report that, under the status-of-mission agreement between the United Nations and the Government of Tajikistan, UNMOT headquarters facilities at Dushanbe are provided free of charge by the host Government. On inquiry, the Committee was informed that the notional cost of these premises would be about $2,000 per month. The Committee was also informed that the Mission was sharing the space in the building with a government agency and, in spite of repeated requests, was not able to obtain additional space in the building. As indicated in paragraph 20 of annex III.C to the Secretary-General's report, the requirement for additional space had to be met by the rental of an annex to the headquarters at a cost of $3,000 per month.

6. The Advisory Committee notes from paragraphs 82 to 86 of annex III.C to the report of the Secretary-General that the estimate contains an amount of $2,747,400 for assistance for disarmament and demobilization/support of assembly areas, as well as for support of the Joint Security Unit. Of this total, an amount of $2,119,200 has been estimated for start-up costs for two months for assistance for disarmament and demobilization and support for assembly areas for approximately 6,000 combatants to be offset against any voluntary contributions that may become available. The Advisory Committee notes that the cost of assistance, disarmament and demobilization of approximately 6,000 combatants is likely to exceed what is provided for in the budget and the additional cost is to be met from voluntary contributions "that may become available".

7. The Advisory Committee inquired about the potential for voluntary contributions and was informed of the results of the pledging conference held in Vienna in November 1997 for the implementation of the inter-Tajik Agreement. The Advisory Committee also notes from paragraph 14 of the Secretary-General's report that a total amount of some $40 million was pledged, directly related to supporting implementation of the General Agreement, against an aggregate of some $65 million sought.

8. The total estimate of $2,747,400 also includes an amount of $628,200 which has been estimated for a six-month period for a Joint Security Unit of 240 soldiers comprising 120 from the Government of Tajikistan and 120 from the United Tajik Opposition. Since demobilization and disarmament activities had not started at the time of the Committee's review of the report (18 February 1998) the representatives of the Secretary-General were not able to inform the Committee regarding the start of the process nor of its end. As can

be seen from annex I to the present report, of the $2,527,700 apportioned for assistance for disarmament and demobilization, as at 31 January 1998, only an amount of $32,500 had been expended. In view of this, the Advisory Committee questioned the capacity of the Mission to spend the full amount estimated for this item of expenditure.

9. In response to questions raised by the Advisory Committee, the secretariat revised the estimates still further and reduced the requirement by $3.3 million, based on the delays in the expansion of the Mission (see annex II).

10. The Advisory Committee believes, however, that there is potential for further reduction in the estimates. For example, with regard to the deployment schedule for military personnel as indicated in annex III.C of the Secretary-General's report, by 15 February 1998, 27 military observers were scheduled to be deployed to the mission area and a further 15 observers by 15 March 1998. However, the Advisory Committee was informed that the schedule had been delayed and it appeared that the targets for deployment of military personnel would not be met. That being the case, and the fact that the estimates for the military observers do not provide for a delayed deployment factor, the Advisory Committee believes that there is a potential for reduction in the estimates (see para. 12 below). The Advisory Committee's experience in this area is that there is rarely a mission in which the deployment schedule is implemented exactly as planned.

11. In view of the delays in procurement for most of the additional goods and services budgeted for the period ending on 30 June 1998, over and above those previously requested, including those items requested for the period from 16 November 1997 to 31 March 1998, for which the Advisory Committee had given commitment authority in the amount of $9.4 million (see para. 4 of the Secretary-General's report), the Advisory Committee doubts whether all the resources requested will actually be required during the remaining months of the financial period up to 30 June 1998 (see para. 12 below). Furthermore, it would only be possible for procurement activity to start after General Assembly approval sometime in late March or April 1998.

12. In view of its observations and comments in the paragraphs above, the Advisory Committee believes that the total cost of maintaining UNMOT for the period from 1 July to 30 June 1998 should not exceed $15,000,000 gross. Accordingly, taking into account the amount of $8,275,700 gross ($7,721,300 net) already appropriated by the General Assembly, the Advisory Committee recommends that the General Assembly authorize appropriation and assessment on Member States of an amount of $6,724,300 gross for the period from 1 July 1997 to 30 June 1998.

13. The Advisory Committee draws the attention of the General Assembly to the fact that the financial performance report for the period from 1 July 1996 to 30 June 1997 of UNMOT (A/52/772) shows an unencumbered balance of $1,507,900 gross ($1,304,300 net). In this connection, the Committee will submit in due course its comments and observations to the General Assembly on the financial performance of peacekeeping operations and the cost estimates for the period from 1 July 1998 to 31 June 1999.

Annex I

United Nations Mission of Observers in Tajikistan

Provisional expenditures for the period from 1 July 1997 to 30 June 1998 as at 31 January 1998

(*In thousands of United States dollars*)

	Apportioned	*Estimated expenditures*	*Unencumbered balance*
1. Military personnel costs	2 161.8	813.3	1 348.5
2. Civilian personnel costs	5 141.3	1 890.2	3 251.1
3. Premises/accommodation	161.5	63.0	98.5
4. Infrastructure repairs	0.0	0.0	0.0
5. Transport operations	2 452.6	1 554.0	898.6
6. Air operations	1 700.3	1 059.1	641.2
7. Naval operations	0.0	0.0	0.0
8. Communications	888.5	300.1	588.4
9. Other equipment	391.1	256.9	134.2
10. Supplies and services	181.5	98.0	83.5
11. Election-related supplies and services	0.0	0.0	0.0
12. Public information programmes	69.7	2.9	66.8
13. Training programmes	0.0	0.0	0.0
14. Mine-clearing programmes	0.0	0.0	0.0
15. Assistance for disarmament and demobilization	2 527.7	32.5	2 495.2
16. Air and surface freight	4.0	2.0	2.0
17. United Nations Logistics Base at Brindisi	0.0	0.0	0.0
18. Support account for peacekeeping operations	269.5	269.5	0.0
19. Staff assessment	744.5	57.6	686.9
Total, lines 1-19	**16 694.0**	**6 399.1**	**10 294.9**
20. Income from staff assessment	(744.5)	(57.6)	(686.9)
Net total	**15 949.5**	**6 341.5**	**9 608.0**
21. Voluntary contributions in kind	0.0	0.0	0.0
Total resources	**15 949.5**	**6 341.5**	**9 608.0**

Annex II

United Nations Mission of Observers in Tajikistan reduction due to the delay in the expansion

(*Thousands of United States dollars*)

	Proposed estimate (1)	*Revised estimate* (2)	*Difference* (3) (2)-(1)
2. Civilian personnel costs			
(a) Civilian police			
Mission subsistence allowance	28.1	14.1	(14.0)
Travel costs	6.4	6.4	0.0
Clothing and equipment allowance	0.2	0.1	(0.1)
Subtotal	**34.7**	**20.6**	**(14.1)**
(b) International and local staff			
International staff salaries	1 228.9	614.4	(614.5)
Local staff salaries	162.0	81.0	(81.0)
Consultants	32.0	32.0	0.0
Overtime	26.6	26.6	0.0
General temporary assistance	0.0	0.0	0.0
Common staff costs	629.4	314.7	(314.7)
Mission subsistence allowance	568.0	284.0	(284.0)
Other travel costs	18.9	18.9	0.0
Subtotal	**2 665.8**	**1 371.6**	**(1 294.2)**
Total, line 2	**2 700.5**	**1 392.2**	**(1 308.3)**
3. Premises/accommodations			
Rental of premises	45.0	24.2	(20.8)
Alterations and renovation of premises	57.0	53.0	(4.0)
Maintenance supplies	8.7	4.4	(4.3)
Maintenance services	9.1	3.7	(5.4)
Utilities	8.7	3.7	(5.0)
Total, line 3	**128.5**	**89.0**	**(39.5)**
5. Transport operations			
Purchase of vehicles	2 047.5	1 723.8	(323.7)
6. Air operations			
(a) Helicopter operations			
Aviation fuel and lubricants	171.3	57.1	(114.2)

	Proposed estimate (1)	Revised estimate (2)	Difference (3) (2)-(1)
(b) Fixed-wing aircraft			
Aviation fuel and lubricants	279.0	139.5	(139.5)
(c) Aircrew subsistence allowance	33.2	16.6	(16.6)
Total, line 6	**483.5**	**213.2**	**(270.3)**
8. Communications			
(a) Complementary communications			
Commercial communications	300.3	165.3	(135.0)
9. Other equipment			
Miscellaneous equipment	50.0	35.0	(15.0)
10. Supplies and services			
(a) Miscellaneous services			
Security services	4.8	2.8	(2.0)
Medical treatment and services	7.1	3.1	(4.0)
Miscellaneous other services	45.3	6.7	(38.6)
Subtotal	**57.2**	**12.6**	**(44.6)**
(b) Miscellaneous supplies			
Stationery and office supplies	9.3	4.7	(4.6)
Electrical supplies	10.2	9.0	(1.2)
Field defence stores	6.0	3.0	(3.0)
Subtotal	**25.5**	**16.7**	**(8.8)**
Total, line 10	**82.7**	**29.3**	**(53.4)**
15. Assistance for disarmament and demobilization/support of assembly areas and support for the Joint Security Unit			
(a) Rehabilitation/reintegration assistance to demobilized military forces			
Miscellaneous services	303.0	208.4	(94.6)
(b) Provision of food, including transportation and distributions			
Rations	2 444.4	1 557.0	(887.4)
Total, line 15	**2 747.4**	**1 765.4**	**(982.0)**
19. Staff assessment	379.4	189.7	(189.7)
Total, gross	**8 919.8**	**5 602.9**	**(3 316.9)**
20. Income from staff assessment	(379.4)	(189.7)	189.7
Total, net	**8 540.4**	**5 413.2**	**(3 127.2)**